# MAQUASSI HILLS

# LOCAL MUNICIPALITY

# ASSET MANAGEMENT POLICY

# PREAMBLE

(1) **WHEREAS** the Constitution of the Republic of South Africa, Act 108 of 1996 (hereinafter "the Constitution") requires the Maquassi Hills Local Municipality (hereinafter "the Municipality") to strive, within their financial and administrative capacity, to achieve the following objectives of:

(a) providing democratic and accountable government for local communities;

(b) ensuring the provision of services to communities in a sustainable manner;

(c) promoting of social and economic development;

(d) promoting of a safe and healthy environment; and

(e) encouraging the involvement of communities and community organisations in matter of local government.

(2) **AND WHEREAS** in terms of the provisions of section 63 of the Local Government: Municipal Finance Management Act, Act 56 of 2003 (hereinafter "the MFMA"), the Municipal Manager is responsible for managing the assets and liabilities of the Municipality, including the safeguarding and maintenance of its assets.

(3) **AND WHEREAS** the MFMA further requires the Municipal Manager to ensure that:

(a) the Municipality has and maintains a management, accounting and information system that accounts for its assets and liabilities;

(b) the Municipality's assets are valued in accordance with standards of generally recognised accounting practice (hereinafter "GRAP"); and

(c) the Municipality has and maintains a system of internal control of assets and liabilities.

(4) **AND WHEREAS** the Council of the Municipality wishes to adopt a policy to guide the Municipal Manager in the management of the Municipality's assets.

(5) **AND WHEREAS** the Municipal Manager as the custodian of municipal assets is responsible for the implementation of this Asset Management Policy which regulate the acquisition, safeguarding and maintenance of all assets.

(6) **NOW THEREFORE** the Council of the Municipality adopts this Maquassi Hills Local Municipality: Asset Management Policy.

# THE MAQUASSI HILLS

# LOCAL MUNICIPALITY:

## ASSET MANAGEMENT POLICY

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# CHAPTER 1
# GENERAL PROVISIONS

## 1. DEFINITIONS

In this policy, except where the context otherwise indicates or it is expressly stipulated otherwise, the following words and expressions shall have the respective meanings assigned to them hereunder and words or expressions to which a meaning has been assigned in terms of the provisions of the Local Government: Municipal Systems Act, Act 32 of 2000 (hereinafter "the Systems Act"), the MFMA and GRAP, will have the corresponding meaning assigned thereto. All headings are included for convenience only and shall not be used in the interpretation of any of the provisions of this policy.

| NO. | WORD/EXPRESSION | DEFINITION |
|---|---|---|
| | **"A"** | |
| 1.1 | **"Accounting Officer"** | Means the Municipal Manager. |
| 1.2 | **"accumulated depreciation"** | Means the total depreciation allocations to a certain point with respect to assets still in use. |
| 1.3 | **"asset(s)"** | Means a resource controlled by the Municipality as the result of a past event(s) and from which future economic benefits or service potential is expected to flow to the Municipality, and includes intangible assets, capital assets, infrastructure assets, investment property and PPE. |
| 1.4 | **"asset management"** | In addition to its ordinary meaning includes a structured process of decision-making, planning and control over the acquisition, use, safeguarding and disposal of assets to maximise their service delivery potential and benefits, ensure their maintenance and to minimise their related risks and costs over their entire life. |

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| 1.5 | **"Asset Management Plan"** | Means the Asset Management Plan adopted by the Council and which comprises of an interactive process that starts with the identification of service delivery needs and ends with an approved "multi year" budget linked with the SDBIP based upon the most cost effective method of delivering that service. |
| 1.6 | **"Asset Management Unit"** | Means the unit within the finance department of the Municipality responsible for the execution of the functions, tasks and obligations which relate to asset management in general and as set out in this policy, and which is headed by the Asset Manager. |
| 1.7 | **"Asset Manager"** | Means any official who has been delegated responsibility and accountability for the control, usage, physical and financial management of the Municipality's assets in accordance with the Municipality's standards, policies, procedures and relevant guidelines, and who is the head of the Asset Management Unit. |
| 1.8 | **"asset register"** | Means a record of information on each asset that supports the effective financial and technical management of the assets, and meets statutory requirements. |
| **"B"** | | |
| 1.9 | **"budget related policies"** | Means the policies of the Municipality affecting or affected by the annual budget of the Municipality, as referred to in section 17(3)(e) of the MFMA and Regulation 7 of the Municipal Budget & Reporting Regulations, published under General Notice 393 in GG 32141 OF 17 April 2009 and promulgated in terms of the provisions of the MFMA. |
| **"C"** | | |
| 1.10 | **"capital asset"** | Means:<br>(a) any immovable asset such as land, property or buildings; or |

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| | | (b) any movable asset that can be used continuously or repeatedly for more than 1 (one) year in the production or supply of goods or services, for rental to others or for administrative purposes, and from which future economic or social benefit can be derived, such as property, plant and equipment (infrastructure network, furniture, motor vehicles, computer equipment, etc.), intangible assets and investment property. |
| 1.11 | **"carrying value"** | Means the amount at which the asset is recognised in the balance sheet after deducting any accumulated depreciation and accumulated impairment losses thereon. |
| 1.12 | **"Chief Financial Officer"** | Means the person appointed by the Council and designated by the Municipal Manager to manage the financial administration of the Municipality and who remains directly accountable to the Municipal Manager as contemplated in terms of the provisions of section 80(2)(a) of the MFMA read with section 1 and section 81 of the MFMA. |
| 1.13 | **"Constitution"** | Means the Constitution of the Republic of South Africa, 108 of 1996. |
| 1.14 | **"construction contracts"** | Means a contract specifically negotiated for the construction of an asset or a combination of assets that are closely interrelated or inter dependent in terms of their design, technology and function or their ultimate purpose or use. |
| 1.15 | **"cost"** | Means the amount of cash or cash equivalent paid or the fair value of or other consideration given to acquire an asset, at the time of its acquisition or construction. |
| 1.16 | **"Council"** | Means the Municipal Council of the Municipality as referred to and constituted in terms of the provisions of section 157 of the Constitution. |
| **"D"** | | |

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| 1.17 | **"depreciable amount"** | Means the cost of an asset, or other amount substituted for cost, less its residual value. |
| 1.18 | **"depreciation"** | Means the systematic allocation of the depreciable amount of an asset over its useful life. |
| 1.19 | **"depreciation method"** | Means the basis on which the carrying value is reduced to the residual value over the asset's useful life. |
| **"E"** | | |
| 1.20 | **"economic life"** | Means either:<br>(a) the period over which an asset is expected to yield economic benefits or service potential to one or more users; or<br>(b) the number of production or similar units expected to be obtained from the asset by one or more users. |
| **"F"** | | |
| 1.21 | **"fair value"** | Means the amount for which an asset could be exchanged, or a liability settled, between knowledgeable, willing parties in an arm's length transaction. |
| 1.22 | **"finance lease"** | Means a lease that transfers substantially all the risks and rewards incidental to ownership of an asset, of which title may or may not eventually be transferred to the lessee. |
| "G" | | |
| 1.23 | **"Generally Accepted Municipal Accounting Practice" / "GAMAP"** | Means accounting standards that are applicable to municipalities. These standards will be phased out as the GRAP standards become effective. |
| 1.24 | **"Generally Recognised Accounting Practice" / "GRAP"** | Means an accounting practice complying in material respects with standards issued by the Accounting Standards Board. |
| **"I"** | | |

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| 1.25 | **"infrastructure assets"** | Means those assets as referred to and defined in paragraph (c)(i) of the definition of Property, Plant and Equipment" below. |
| 1.26 | **"impairment loss"** | Means the amount by which the carrying value of an asset exceeds the recoverable amount. |
| 1.27 | **"intangible assets"** | Means it is an identifiable non-monetary asset without physical substance held for use in the production or supply of goods or services, for rental to others, or for administrative purposes. |
| 1.28 | **"investment property"** | Means property (land or a building or part of a building or both) held (by the Municipality or owner as the lessee under a finance lease) to earn rentals or for capital appreciation or both, rather than for:<br>(a) use in the production or supply of goods or services or for administrative purposes; or<br>(b) sale in the ordinary course of operations. |
| **"L"** | | |
| 1.29 | **"life cycle"** | Means the cycle of activities that an asset goes through, including planning, design, initial acquisition and/or construction, cycles of operation and maintenance and capital renewal, and finally disposal. |
| **"M"** | | |
| 1.30 | **"Municipality"** | Means the MAQUASSI HILLS LOCAL MUNICIPALITY, a local government and legal entity with full legal capacity as contemplated in section 2 of the Systems Act read with the provisions of Chapter 7 of the Constitution and sections 12 and 14 of the Structures Act, with its main place of business and the offices of the Municipal Manager, as envisaged in terms of the provisions of section 115(3) of the Systems Act, at: 19 Kruger Street, Wolmaransstad, and may, depending on the context, include: |

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| | | (a) its successor in title; or<br>(b) a functionary, employee or official exercising a delegated power or carrying out an instruction, in the event of any power being delegated as contemplated in terms of the provisions of section 59 of the Systems Act, or exercising any lawful act in the furtherance of the Municipality's duties, functions and powers; or<br>(c) an authorised service provider fulfilling a responsibility assigned to it by the Municipality through a service delivery agreement. |
| 1.31 | **"Municipal Manager"** | Means the Municipal Manager of the Municipality appointed in terms of the provisions of section 54A of the Systems Act and as referred to in the definition of "Accounting Officer" in section 1 of the MFMA, and also referred to in section 60 of the MFMA, and includes a person acting as an Accounting Officer, or the person to whom the Accounting Officer has delegated his/her authority to act. |
| **"P"** | | |
| 1.32 | **"Property, Plant and Equipment" / "PPE"** | Means and refers to tangible identifiable assets that:<br>(a) are held for –<br>(i) use in the production or supply of goods or services;<br>(ii) for rental to others; or<br>(iii) for administrative purposes; and<br>(b) are expected to be used for more than 1 (one) year; and<br>(c) should be classified in the following groups:<br>(i) infrastructure assets which are defined as assets that usually display some or all of the |

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| | | following characteristics:<br>(aa) they are part of a system or network;<br>(bb) they are specialised in nature and do not have alternative uses;<br>(cc) they are immovable; and<br>(dd) they may be subject to constraints on disposal;<br>(ee) examples are road networks, sewer systems, water, electricity networks etc.;<br>(ii) community assets which are defined as assets that contributes to the community's well-being;<br>(iii) heritage assets which are defined as culturally significant resources;<br>(iv) investment properties which are defined as properties that are defined as properties that are acquired for economic and capital gains, or held by the Municipality under a finance lease to earn rentals;<br>(v) other assets which are defined as assets utilised in the normal operations;<br>(vi) intangible assets which are defined as being assets without a physical substance; and<br>(vii) biological assets are assets acquired for agricultural purposes. |
| **"Q"** | | |
| 1.33 | **"qualified valuer"** | Means a property valuer qualified and registered as such in terms of the provisions of the Property Valuers Profession Act, Act 47 of 2000. |
| **"R"** | | |

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| 1.34 | **"residual value"** | Means the net amount that the Municipality expects to obtain for an asset at the end of its useful life after deducting the expected cost of disposal. |
| | **"S"** | |
| 1.35 | **"Structures Act"** | Means the Local Government: Municipal Structures Act, Act 117 of 1998 and the regulations promulgated in terms thereof. |
| 1.36 | **"Systems Act"** | Means the Local Government: Municipal Systems Act, Act 32 of 2000 and the regulations promulgated in terms thereof. |
| | **"T"** | |
| 1.37 | **"this policy"** | Means the Maquassi Hills Local Municipality: Asset Management Policy as set out herein. |
| | **"U"** | |
| 1.38 | **"useful life"** | Means:<br>(a) the life period over which an asset is expected to be available for use by the Municipality; or<br>(b) the number of production or similar units expected to be obtained from the asset by the Municipality. |

## 2. ABBREVIATIONS

In this policy the following abbreviations will be used to signify the meaning as indicated:

| | |
|---|---|
| GAMAP | Generally Accepted Municipal Accounting Practice |
| GRAP | Generally Recognised Accounting Practice |
| IDP | Integrated Development Plan |
| MFMA | Local Government: Municipal Finance Management Act, Act 56 of 2003 |

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| LGCAMG | Local Government Capital Asset Management Guideline |
| PPE | Property, plant or equipment |
| SOE | Statement of Existence |

## 3. TITLE AND APPLICATION

(1) This policy is known as the Maquassi Hills Local Municipality: Asset Management Policy and is applicable to the municipal area of the Municipality.

(2) This policy revokes all previous policies, decisions and/or *ad hoc* clauses within any other policy, regarding the subject matter of this policy.

## 4. IMPLEMENTATION AND REVIEW OF THIS POLICY

(1) This policy shall be implemented once approved by Council as part of the budgetary policies of the Municipality, as referred to in the provisions of regulation 7 of the Municipal Budget & Reporting Regulations, and section 17(3)(e), section 21(1)(b)(ii)(bb), section 22(a)(i) and section 24(2)(c)(v) of the MFMA.

(2) In terms of the provisions of section 17(3)(e) of the MFMA this policy must be reviewed on annual basis and the reviewed policy tabled to Council for approval as part of the budget process.

## 5. RESPONSIBLE AUTHORITY

(1) The responsible authority for the adoption and implementation of this policy is the Municipality, and where applicable the Council of the Municipality.

(2) In terms of the provisions of section 63(1) of the MFMA the Municipal Manager, as the Accounting Officer of the Municipality, is responsible for the management of:

(a) the assets of the Municipality, including the safeguarding and the maintenance of those assets; and

(b) the liabilities of the Municipality.

## 6. LEGISLATIVE FRAMEWORK

(1) This policy is designed and must be implemented within the framework of *inter alia* the following legislation:

(a) The Constitution;

(b) Structures Act;

(c) Municipal Systems Act;

(d) Division of Revenue Act (enacted annually);

(e) MFMA;

(f) Local Government: Municipal Asset Transfer Regulations, 2008 (hereinafter referred to as “the MATR”).

(2) Also, this policy must comply with the standards specified by the Accounting Standards Board. The relevant currently recognised accounting standards include:

(a) GRAP 17: Property, plant or equipment;

(b) GRAP 16: Investment property;

(c) GRAP 100: Non-current Assets held for Sale and Discontinued Operations;

(d) GRAP 102: Intangible Assets.

(3) Also, this policy needs to be read in conjunction with all other relevant budget related policies of the Municipality, as well as the System of Delegation of the Municipality as referred to in section 59 of the Systems Act.

## 7. POLICY OBJECTIVES

(1) The objectives of this policy of the Municipality are *inter alia*:

(a) to maximise the service potential of existing assets by ensuring that they are appropriately used, maintained, safeguarded and that risks are mitigated;

(b) to optimise the life cycle costs of owning and using these assets by seeking cost-effective options throughout an asset's life cycle;

(c) to reduce the demand for new assets through optimal use of existing assets and management of demand through the use of non-asset service delivery options;

(d) to establish clear lines of accountability and responsibility for performance, safe custody and use of assets within the Municipality;

(e) to establish sound risk-based internal controls supporting all asset management practices within the Municipality.

## 8. GOVERNANCE AND INTERNAL CONTROL

(1) The control structure within the Municipality in relation to asset management is an essential element of good corporate governance and is necessary for the effective implementation of asset management.

(2) Internal controls are the systems, processes and procedures established within the Municipality, to ensure that management's plans and intentions are implemented.

(3) There are 4 (four) basic principles for governance over the management of assets, being the principles of, and/or encapsulated in:

(a) the system of delegations and accountability;

(b) safeguarding and maintaining;

(c) planning and budgeting; and

(d) monitoring and reporting.

**8.1 System of delegation and accountability.**

(1) Delegation system:

(a) The Municipality must have a clear and up-to-date system of delegations and accountability within the administration, and between the administration and Council.

(b) The principles of delegation and the matters related thereto are defined in section 59 to section 65 of the Systems Act. In brief these principles are:

(i) The Municipality should have a system of delegations that:

(aa) maximise administrative and operational efficiency; and

(bb) provide for adequate checks and balances.

(ii) A delegation should not conflict with the Constitution, the Systems Act or the Structures Act or any other legislation.

(iii) A delegation must be in writing.

(iv) A delegation is subject to any limitations, conditions and directions the Council may impose.

(v) A delegation may include the power to sub-delegate a

delegated matter.

(vi) A delegation does not divest the delegating authority of the responsibility concerning the exercise of the power.

(vii) All delegates should report to the delegating authority, at such intervals as the delegating authority may require, on decisions taken under a delegated or sub-delegated power or duty since the previous report.

(c) In terms of the provisions of section 79 of the MFMA:

(i) The Municipal Manager of the Municipality:

(aa) must, for the proper application of the MFMA in the Municipality's administration, develop an appropriate system of delegation that will both maximise administrative and operational efficiency and provide adequate checks and balances in the Municipality's financial administration;

(bb) may, in accordance with that system, delegate to a member of the Municipality's top management referred to in section 77 of the MFMA or any other official of the Municipality –

(I) any of the powers or duties assigned to a Municipal Manager in terms of the MFMA; or

(II) any powers or duties reasonably necessary to assist the Municipal Manager in complying with a reasonable or appropriate steps to ensure the achievement of the aims of a specific provision of the MFMA; and

(cc) must regularly review delegations issued in terms of sub-paragraph (bb) above and, if necessary, amend or withdraw any of those delegations.

(ii) The Municipal Manager may not delegate to any political structure or political office-bearer of the Municipality any of

the powers or duties assigned to Municipal Managers in terms of the MFMA.

(iii) A delegation in terms of sub-paragraph(i) above –

(aa) must be in writing;

(bb) is subject to such limitations and conditions as the Municipal Manager may impose in a specific case;

(cc) may either be to a specific individual or to the holder of a specific post in the Municipality;

(dd) may, in the case of a delegation to a member of the Municipality's top management in terms of sub-paragraph (i)(bb) above, authorise that member to sub-delegate the delegated power or duty to an official or the holder of a specific post in that member's area of responsibility; and

(ee) does not divest the Municipal Manager of the responsibility concerning the exercise of the delegated power or the performance of the delegated duty.

(iv) The Municipal Manager may confirm, vary or revoke any decision taken in consequence of a delegation or sub-delegation in terms of this paragraph, but no such variation or revocation of a decision may detract from any rights that may have accrued as a result of the decision.

(d) In terms of the provisions of section 82 of the MFMA –

(i) the Chief Financial Officer of the Municipality may sub-delegate any of the duties referred to in section 81(1)(b), (d) and (e) of the MFMA –

(aa) to an official in the budget and treasury office;

(bb) to the holder of a specific post in that office; or

(cc) with the concurrence of the Municipal Manager, to –

(I) any other official of the Municipality; or

(II) any person contracted by the Municipality for the work of the office.

(ii) If the Chief Financial Officer sub-delegates any duties in terms of sub-paragraph (i) above to a person who is not an employee of the Municipality, the Chief Financial Officer must be satisfied that effective systems and procedures are in place to ensure control and accountability.

(iii) A sub-delegation in terms of sub-paragraph (i) above –

(aa) must be in writing;

(bb) is subject to such limitations or conditions as the Chief Financial Officer may impose; and

(cc) does not divest the Chief Financial Officer of the responsibility concerning the delegated duty.

(iv) The Chief Financial Officer may confirm, vary or revoke any decision taken in consequence of a sub-delegation in terms of sub-paragraph (i) above, but no such variation or revocation of a decision may detract from any rights that may have accrued as a result of the decision.

(2) Accountabilities:

(a) The Municipal Manager:

(i) The Municipal Manager of the Municipality, in his capacity as the Accounting Officer of the Municipality, is responsible for the management of the assets of the Municipality, including the safeguarding and the maintenance of those assets.

(ii) The Municipal Manager should ensure that proper control systems exist for municipal assets and that:

(aa) preventive mechanisms are in place to eliminate theft, losses, wastage and misuse and that stock levels are at an optimum and economic level;

(bb) that processes (whether manual or electronic) and procedures are in place for the effective, efficient, economical and transparent use and ultimately (and where appropriate) the lawful disposal of the municipal assets;

(cc) the Municipality has and maintains a management, accounting and information system that accounts for the assets of the Municipality;

(dd) the Municipality's assets are valued in accordance with standards of generally recognised accounting practice;

(ee) the Municipality has and maintains a system of internal control of assets, including an asset register; and

(ff) senior management and their teams comply with this policy.

(iii) The Municipal Manager of the Municipality may delegate or otherwise assign responsibility for performing these functions but he/she will remain accountable for ensuring that the abovementioned activities are performed.

(iv) The Municipal Manager must appoint an Asset Manager.

(b) <u>The Chief Financial Officer</u>:

(i) The Chief Financial Officer is responsible to the Municipal Manager for ensuring that the financial investment of the Municipality's assets is safeguarded and maintained.

(ii) The Chief Financial Officer of the Municipality is responsible to ensure that a complete, accurate and up-to-date asset register is maintained.

(iii) The Chief Financial Officer should also ensure that:

(aa) appropriate systems of financial management and internal control are established and carried out diligently;

(bb) the financial and other resources of the Municipality are utilised effectively, efficiently, economically and transparently;

(cc) any unauthorised, irregular, fruitless or wasteful expenditure and losses resulting from criminal or negligent conduct are prevented;

(dd) all revenue due to the Municipality is collected, for example rental income relating to assets;

(ee) the systems, processes and registers required to substantiate the financial values of the Municipality's assets are maintained to standards sufficient to satisfy the requirements of the Auditor-General;

(ff) financial processes are established and maintained to ensure that the Municipality's financial resources are optimally utilised through appropriate asset plans, budgeting, purchasing, maintenance and disposal decisions;

(gg) the Municipal Manager of the Municipality is appropriately advised on the exercise of powers and duties pertaining to the financial administration of the Municipality's assets;

(hh) the senior managers and senior management teams are appropriately advised on the exercise of their powers and duties pertaining to the financial

administration of the Municipality's assets; and

(ii) this policy and any supporting procedures or guidelines are established, maintained and effectively communicated.

(iv) The Chief Financial Officer may delegate or assign responsibility for performing these functions but he/she will remain responsible and accountable for ensuring these functions and/or activities are performed.

(c) The Asset Manager:

(i) The Asset Manager must ensure that:

(aa) appropriate systems of physical management and control are established and carried out for all municipal assets;

(bb) the municipal resources assigned to them are utilised effectively, efficiently, economically and transparently;

(cc) proper accounting processes and procedures are implemented in conformity with the Municipality's financial policies and the MFMA to produce reliable data for inclusion in the municipal asset register;

(dd) any unauthorised, irregular, fruitless or wasteful utilisation and losses resulting from criminal or negligent conduct are prevented;

(ee) the asset management systems, processes and controls can provide an accurate, reliable and up-to-date account of assets under their control;

(ff) the Municipality is able to manage the asset plans, budgets, purchasing, maintenance and disposal

decisions and justify that they optimally achieve the Municipality's strategic objectives;

(gg) the asset life-cycle transactions are managed to ensure that they comply with the plans and legislative and municipal requirements.

(ii) The Asset Manager may delegate or otherwise assign responsibility for performing these functions but he/she will remain accountable for ensuring that the abovementioned activities are performed.

**8.2 Safeguarding and maintaining.**

(1) Proper control and maintenance:

(a) The Municipality must take reasonable steps to ensure that there are proper controls and safeguards to make sure that its assets are protected against improper use, loss, theft, malicious damage or accidental damage.

(b) The Municipality must ensure that its assets are maintained to the extent necessary for optimal levels of effective, efficient and economical service delivery.

(2) Responsibilities of the Asset Manager:

(a) The Asset Manager shall have specific responsibilities vis-à-vis the Municipality's assets which shall include:

(i) ensuring that, when acquiring assets, decisions on how to account for the transactions, e.g. whether they should be capitalised or expensed, are made in full compliance with the MFMA, GRAP and the LGCAMG;

(ii) ensuring that the purchase of assets complies with all the relevant policies and procedures of the Municipality, including the acquisition plans of the Municipality;

(iii) ensuring that the correct date on which an asset is put into service or commissioned is properly recorded in the asset register of the Municipality and that the appropriate financial date are recorded;

(iv) ensuring that all assets are duly processed, identified and recorded before issued for use;

(v) ensuring that all assets under the Asset Manager's control are appropriately safeguarded from inappropriate use or loss, including appropriate control over the physical access to these assets and regular asset verification to ensure losses have not occurred, and ensuring that any known losses are immediately reported to the Chief Financial Officer and loss control officer;

(vi) ensuring that proper procedures for the movement of assets from one user to another, for maintenance, or disposals outside the Municipality are in place and enforced;

(vii) ensuring assets are utilised for the purpose for which they have been acquired by the Municipality.

(v) keeping and maintaining up to date and accurate registers of the Municipalities assets with adequate details and descriptions of the assets and their location.

(vi) establishing and enforcing appropriate maintenance regimes for municipal assets to keep municipal assets in good repair, safe, functional and where appropriate as prescribed by the manufacturer.

(vii) proposing, timeously and annually, suitable budgets for the safeguarding, maintenance, tracking and replacement of assets.

(viii) implementing the Asset Management Plan and reporting deviations and recommending remedial action to the Chief Financial Officer.

(b) These responsibilities remain until the asset is disposed of, or transferred to another municipality or municipal entity.

(3) Separation of duties:

(a) The separation of duties is one of the key control elements of the Municipality. The Municipality shall separate the ordering, payment and receipting functions and ensure that these functions are not performed by the same person.

(b) Segregation of duties is critical to effective internal control and the Municipality shall put in place the proper processes and procedures to ensure such segregation of duties.

(4) Internal control over asset registers:

(a) The Asset Manager shall ensure proper control over asset registers in order to provide an accurate, reliable and up-to-date account of assets under the control of the Municipality and that such registers are kept up to date and independently verified from time to time. Discrepancies shall be reported immediately and in writing to the Chief Financial Officer and the loss control office who shall ensure that the Municipal Manager is likewise notified...

(b) These controls will also cover access to the asset registers to ensure that only authorised recording of all transactions relating to assets take place.

**8.3 Planning and budgeting.**

The Municipality shall plan, by means of an Asset Management Plan, for the level of service they have chosen to deliver and how they need to apply the available funding to maintain and expand those services where necessary. The Asset Management Plan of the Municipality must be presented to the Council and adopted by the Council by means of a resolution to this effect.

**8.4 Monitoring and reporting.**

(1) The Municipality must monitor the implementation of the service delivery plans and budgets of the Municipality.

(2) The specific and applicable reporting requirements are prescribed in section 71 to section 75 of the MFMA, the applicable MFMA circulars published by National Treasury from time to time, and the Municipal Budget and Reporting Regulations promulgated in terms of the MFMA.

(3) The Asset Manager is responsible for preparing monthly, quarterly and other reports that may be required to measure the implementation, progress and deadlines of the Asset Management Plan. Deviations from the Asset Management Plan shall be specifically noted.

(4) The abovementioned reports by the Asset Manager must be given to the Chief Financial Officer for his/her authorisation and for inclusion of his/her formal reports.

(5) The service performance of all assets, as well as the financial aspects extracted from the asset register, must be reported on the same cycle and also be given to the Chief Financial Officer for his/her authorisation and inclusion in his/her formal reports.

(6) The annual report of the Municipality, as referred to in section 121 of the MFMA, must contain all information on the performance of assets and status of asset management during the financial year under review.

# CHAPTER 2

# ASSET MANAGEMENT

## 9. EFFECTIVE ASSET MANAGEMENT

(1) The main purpose of asset management is to optimise the life span and use of assets and to achieve the required level of service from the asset through effective management over the asset's life cycle.

(2) Asset management in the Municipality should take into account, inter alia, the following to be effective:

(a) service level needs, identified in the IDP process, drive asset management practices and decision-making;

(b) appropriate asset management plans that are an integral part of the municipal planning process;

(c) asset acquisition decisions that are based upon the evaluation of alternatives, including demand management and non-asset solutions;

(d) asset acquisition proposals that include a full business case, including costs, benefits and risks across each phase of an asset's life cycle;

(e) defined responsibility and accountability for performance, safe custody and use;

(f) disposal decisions based upon an analysis of disposal options, designed to achieve the best possible return for the Municipality and made in accordance with the provisions of the MFMA; and

(g) sound risk-based internal controls supporting all asset management practices.

(3) Effective asset management within the Municipality will:

(a) maximise the service potential of existing assets by ensuring that they are appropriately used; maintained, safeguarded and that risks are mitigated;

(b) optimise the life cycle costs of owning and using these assets by seeking cost-effective options throughout and asset's life cycle;

(c) reduce the demand for new assets through optimal use of existing assets and management of demand through the use of non-asset service delivery options; and

(d) establish clear lines of accountability and responsibility for performance.

## 10. ASSET STRATEGY

(1) The Municipality must adopt an integrated approach to asset management:

(a) taking the municipal strategy, converting that into an asset management strategy and producing plans based upon an analysis of service delivery options;

(b) formulating an asset management strategy consisting of detailed plans for acquisitions and replacements, operation and maintenance as well as disposals in terms of the Municipality's policies;

(c) informing the IDP (and revised IDP) and then the annual budget, using the detailed plans;

(d) funding each approved Asset Management Plan appropriately through the budget of the Municipality;

(e) including in the Service Delivery and Budget Implementation Plan (SDBIP) the measureable objectives and targets of each Asset Management Plan;

(f) reporting on the performance of assets as measured in terms of service delivery based upon an approved SDBIP, budget and IDP.

## 11. ASSET LIFE CYCLE

(1) An asset life cycle covers all phases of an asset's life.

(2) In summary these phases are as follows:

(a) Planning phase:

This phase deals with the planning for service delivery that drives the need for assets. This phase will include input into the IDP budget and Asset Management Plan(s) of the Municipality. The Municipality should consider various acquisition options during this phase in order to identify the most appropriate one.

(b) Acquisition phase:

This phase deals with the purchase, construction or manufacturing of new assets.

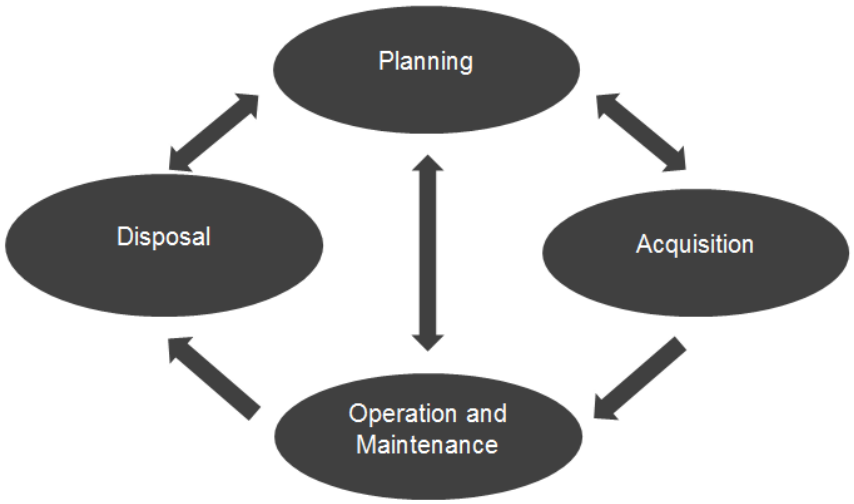
(c) Operation and maintenance phase:

This phase deals with the operation of the assets, maintenance/refurbishment, enhancement/rehabilitation, depreciation and impairment. This phase includes activities of a capital and current nature.

(d) Disposal phase:

This phase deals with the timing of and disposal of the assets, including the disposal costs and specific requirements for the assets, e.g. dismantling costs etc. During this phase all applicable legislation including the provisions of section 14 of the MFMA, regulation 40 of the Municipal Supply Chain Management Regulations (as incorporated into the Supply Chain Management Policy of the Municipality), the MATR, the Systems Act, the Local Government Ordinance 17 of 1939 as well as the Transfer and Management of Immovable Property Policy of the Municipality must be complied with.

(e) Schematic representation:




*The diagram above illustrates the interaction and constant updating of the life-cycle information throughout the life of an asset.*

(3) An asset's life-cycle is determined by its useful life to the Municipality.

## 12. INTERNAL CONTROLS

(1) Safekeeping of assets:

(a) Every head of a department shall be directly responsible for the physical safekeeping of any asset controlled for use by the department in question. Unplanned loss of or damage to an asset shall be reported in writing within 48 hours of the loss or damage to the Asset Manager together with details of the loss or damage and the circumstances under which it occurred.

(b) In exercising this responsibility, every head of a department shall adhere to any written directives issued by the Municipal Manager to the department in question, or generally to all heads of departments, in regard to the control of or safekeeping of the Municipality's assets.

(c) All assets should be kept in a secure location, maintained regularly, insured against theft or destruction, utilised economically and efficiently.

(2) Asset identification:

(a) The Municipal Manager shall ensure that the Municipality maintains an asset identification system which shall be operated in conjunction with its computerised asset register.

(b) The identification system shall be determined by the Municipal Manager, acting in consultation with the Chief Financial Officer and other heads of departments, and shall comply with any legal prescriptions, as well as any recommendations of the Auditor-General as indicated in the Municipality's audit report(s), and shall be decided upon within the context of the Municipality's budgetary and

human resources.

(c) Every head of a department shall ensure that the asset identification system approved for the Municipality is scrupulously applied in respect of all assets controlled or used by the department in question.

(d) An asset and inventory register shall be maintained, and all assets shall be tagged for reference to the asset register.

(e) The Municipality shall hold title to all assets. Such proof shall be held centrally under the direction of the Asset Manager. Where proof of title cannot be located appropriate certified of duplicate title documentation must be obtained by the Asset Manager.

(3) Verification:

(a) Every head of a department shall at least once during every financial year undertake a comprehensive verification of all assets controlled or used by the department concerned.

(b) Every head of a department shall promptly and fully report in writing to the Chief Financial Officer in the format determined by the Chief Financial Officer, all relevant results of such asset verification, provided that each such asset verification shall be undertaken and completed as closely as possible to the end of each financial year, and that the resultant report shall be submitted to the Chief Financial Officer not later than 30 June of the year in question.

(c) A Statement of Existence (SOE) must be issued for assets declaring that all assets listed are on hand and are in a useful working condition. The SOE must be submitted to the Chief Financial Officer. This function is handled by the Asset Management Unit.

(d) All assets used by employees leaving the employment of the Municipality must be verified on the day such employees leave. To this effect the Human Resources Department must inform the Asset Management Unit in writing of any persons leaving the employment of the Municipality.

(e) It is the responsibility of the Asset Management Unit to initiate and facilitate the annual asset verification process.

(4) Movement/Monitoring of assets:

(a) Any disposal, movement, impairment or any change in the nature of any asset must be monitored and communicated to the Asset Management Unit and other role players, as the communication channel may prescribe.

(b) The use of assets outside of municipal buildings (e.g. laptops taken home) must only be with the prior written approved by the relevant head of a department.

(5) Insurance cover:

(a) The Municipal Manager shall ensure that all assets are insured at least against fire and theft, and that all municipal buildings are

insured at least against fire and allied perils.

(b) If the Municipality operates a self-insurance reserve (assuming such reserve to be allowed), the Chief Financial Officer shall annually determine the premiums payable by the heads of departments or votes after having received a list of the assets and insurable values of all relevant assets from the heads of departments concerned.

(c) The Municipal Manager shall recommend to the Council of the Municipality, after consulting with the Chief Financial Officer, the basis of the insurance to be applied to each type of asset: either the carrying value or the replacement value of the assets concerned. Such recommendation shall take due cognisance of the budgetary resources of the Municipality.

(d) The Chief Financial Officer shall annually submit a report to the Council of the Municipality on any reinsurance cover which it is deemed necessary to procure for the municipality's self-insurance reserve

(6) Maintenance of assets:

In terms of the provisions of section 63(1)(a) of the MFMA, the Municipal Manager is *inter alia* responsible for the maintenance of the Municipality's assets.

(a) Maintenance plans:

(i) Every head of a department shall, together with the Asset

Manager, ensure that a maintenance plan in respect of every new infrastructure asset with a value of R100 000.00 (one hundred thousand rand) or more is promptly prepared and submitted to the Council of the Municipality for approval.

(ii) If so directed by the Municipal Manager, the maintenance plan shall be submitted to the Council prior to any approval being granted for the acquisition or construction of the infrastructure asset concerned.

(iii) The head of a department controlling or using the infrastructure asset in question, shall annually report to the Council, not later than in July of each year, of the extent to which the relevant maintenance plan has been complied with, and of the likely effect which any non-compliance may have on the useful operating life of the asset concerned.

(b) Deferred maintenance:

(i) If there is material variation between the actual maintenance expenses incurred and the expenses reasonably envisaged in the approved maintenance plan for any infrastructure asset the Chief Financial Officer shall disclose the extent of and possible implications of such deferred maintenance in an appropriate note to the financial statements. Such note shall also indicate any plans which the Council of the Municipality has approved in order to redress such deferral of the maintenance requirements concerned.

(ii) If no such plans have been formulated or are likely to be implemented, the Chief Financial Officer shall re-determine

the useful operating life of the asset in question, if necessary in consultation with the head of a department controlling or using such asset, and shall recalculate the annual depreciation expenses accordingly.

(c) General maintenance of assets:

(i) Every head of a department, together with the Asset Manager, shall be responsible for ensuring that all assets (other than infrastructure assets which are dealt with in paragraph 12(6)(a) and (b) above) are properly maintained and in a manner which will ensure that such assets attain their useful operating lives.

(7) Asset register:

(a) An asset register is a legislative requirement in terms of the provisions of section 63(2)(c) of the MFMA (GRAP 17).

(b) The asset register shall be maintained in the format determined by the Chief Financial Officer, which format shall comply with the requirements of generally recognised accounting practice and any other accounting requirements which may be prescribed.

(c) The asset register shall reflect the following information:

(i) a brief, but clear and meaningful description of each asset;

(ii) the date on which the asset was acquired or brought into use;

(iii) the location of the asset;

(iv) the department or service within which the assets will be used or controlled;

(v) the title deed number, in the case of fixed property;

(vi) the stand number, in the case of fixed property;

(vii) where applicable, the identification number or bar code;

(viii) the original cost, the re-valued amount or the fair value if no costs are available;

(ix) the (last) revaluation date of the assets subject to revaluation;

(x) the re-valued value of such assets;

(xi) accumulated depreciation to date;

(xii) the depreciation charge for the current financial year;

(xiii) the carrying value of the asset;

(xiv) the method and rate of depreciation'

(xv) impairment losses incurred during the financial year (and the reversal of such losses, where applicable);

(xvi) the source of financing;'

(xvii) the current insurance arrangements;

(xviii) whether the asset is required to perform basic municipal services;

(xix) the date on which the asset is disposed of;

(xx) the disposal price; and

(xxi) the date on which the asset is retired from use, if not disposed of.

(d) All heads of departments of the Municipality under whose control any asset falls shall promptly provide the Chief Financial Officer in writing with any information required to compile the asset register and keep

it up to date, and shall promptly advise the Chief Financial Officer in writing of any material change which may occur in respect of such information.

(e) An asset shall be capitalised, that is, recorded in the asset register, as soon as it is acquired. If the asset is constructed over a period of time, it shall be recorded as work-in-progress until it is available for use, where after it shall be appropriately capitalised as an asset.

(f) An asset shall remain in the asset register for as long as it is in physical existence. The fact that an asset has been fully depreciated shall not in itself be a reason for writing-off such an asset.

## 13. CLASSIFICATION OF ASSETS

(1) In compliance with the requirements and guidelines of National Treasury, the Chief Financial Officer of the Municipality must ensure that all assets are classified under the following headings in the asset register, and heads of departments shall in writing provide the Chief Financial Officer with such information or assistance as is required to compile a proper classification.

(2) Assets that meet the definition of an asset and the recognition criteria shall be capitalised in the asset register of the Municipality and classified accordingly.

(3) Classification types:

(a) **Property, plant and equipment (PPE) (GRAP 17):**

(i) land and buildings (not held as Investment property);

(ii) infrastructure assets (assets which are part of a network of similar asset, examples of infrastructure assets are *inter alia* roads, water reticulation schemes, sewerage purification and trunk mains);

(iii) community assets (resources contributing to the general well-being of the community, examples are *inter alia* parks, libraries and fire stations);

(iv) heritage assets (culturally significant resources, examples are *inter alia* art, historical buildings, etc.); and

(v) other assets (ordinary operational resources, examples are motor vehicles, furniture and fittings).

(b) **Inventory (GRAP 12):**

(i) housing (rental stock or housing stock not held for capital gain).

(c) **Investment property (GRAP 16):**

(i) investment property (resources held for capital or operational gain).

(3) Classification descriptions and recognition:

(a) **Property, plant and equipment (PPE):**

(i) Property, plant and equipment (PPE) represents a major

portion of the asset base of the Municipality and is therefore significant in the presentation of its financial position.

(ii) For an item to be classified as PPE, it must first meet the definition of an asset and then meet the recognition criteria for classification as PPE which is encompassed in GRAP 17.

(iii) The definition of an asset in terms of GRAP 1, is the following:

"*An asset is a resource controlled by the Municipality as a result of past events and from which future economic benefits or service potential is expected to flow to the entity.*"

(iv) The abovementioned definition of an asset has 3 (three) components, relevant to all forms of assets, all of which must be satisfied in order to be classified as "an asset" for accounting purposes.

(v) These components are:

(aa) the Municipality has the capacity to control the service potential or future economic benefits of the asset;

(bb) the service potential or future economic benefits arose from past transactions or events; and

(cc) the asset has future service potential or economic benefit for the Municipality.

(vi) GRAP 17 defines PPE as follows:

"*Property, plant and equipment are tangible assets that:*

- *are held by the Municipality for use in the production or supply of goods or services, for rental to others, or for administrative purposes, and*
- *are expected to be used during more than one reporting period.*

(vii) According to GRAP 17.11 an item of PPE shall be

recognised as an asset when:

(aa) it is probable that future economic benefits or services potential associated with the asset will flow to the Municipality, and

(bb) the cost or fair value of the asset to the Municipality can be measured reliably.

(b) **Investment property (GRAP 16):**

(i) Investment property shall be accounted for in terms of GRAP 16 and shall not be classified as property, plant and equipment for purposes of preparing the Municipality's statement of position.

(ii) Investment property is land and/or buildings (or part of a building) held by the Municipality, as owner or as lessee under a finance lease, to earn rental revenues and/or for capital appreciation.

(iii) In general, investment property will entail property leased under an operating lease to a lessee, where the Municipality acts as lessor.

(iv) Investment property shall be recorded in the asset register in the same manner as other assets, but a separate section of the asset register shall be maintained for this purpose.

(v) Investment property shall not be depreciated, but can be annually valued on balance sheet to determine their fair (market) value. Investment property can be recorded in the balance sheet at such fair value. Adjustments to the previous year's recorded fair value can be accounted for as either gains (revenues) or losses (expenses) in the accounting records of the department or service controlling the investment property concerned.

(vi) A qualified valuer shall be engaged by the Municipality to undertake such valuations. Internally or externally appointed qualified valuers may be used.

(vii) If the Council resolves to construct or develop a property for future use as an investment property, such property shall in every respect be accounted for as PPE until it is ready for its intended use – where after it shall be reclassified as an investment property.

(c) **Inventory (GRAP 12):**

Inventories are assets:

(i) in the form of materials or supplies to be consumed in the production process;

(ii) in the form of materials or supplies to be consumed or distributed in the rendering of services;

(iii) held for sale or distribution in the ordinary course of operations; or

(iv) in the process of production for sale or distribution.

Examples: maintenance materials, spare parts for plant and equipment, water held by the Municipality, land or property held for sale.

(d) **Heritage assets (GRAP 103):**

(i) If no original costs or fair values are available in the case of one or more or all heritage assets, the Chief Financial Officer may, if it is believed that the determination of a fair value for

the assets in question will be a laborious or expensive undertaking, record such asset or assets in the asset register without an indication of the costs or fair value concerned. Heritage Assets are recognised and handled according to GRAP 103.

(ii) For balance sheet purposes, the existence of such heritage assets shall be disclosed by means of an appropriate note.

(iii) On 2 February 2011, the Minister of Finance prescribed the effective date of 1 April 2012 for GRAP 103 to be applied.

(iv) Previously GRAP 17 allowed the Municipality an option to recognise heritage assets but as from 1 April 2012 GRAP 103 is effective and requires the Municipality to comply in full with the recognition, measurement and disclosure requirements as prescribed in GRAP 103.

(v) Heritage assets are assets that have cultural, environmental, historical, natural, scientific, technological or artistic significance and are held indefinitely for the benefit of present and future generations.

(vi) Although GRAP 103 should be applied retrospectively, the Municipality are granted a period of 3 (three) years in which to measure their heritage assets.

(e) **Donated assets:**

(i) Where an asset is donated to the Municipality, or an asset is acquired by means of an exchange of assets between the Municipality and one or more other parties, the asset concerned shall be recorded in the asset register at its fair value, as determined by the Chief Financial Officer.

(f) **Biological assets (GRAP 101):**

(i) Accounting for biological assets shall take place in accordance with the requirements of GRAP 101.

(ii) The Chief Financial Officer, in consultation with the Asset Manager and the head(s) of department(s) concerned, shall ensure that all biological assets, such as livestock and crops, are valued at 30 June each year at fair value less estimated point-of-sales costs. Such valuation shall be undertaken by a valuer specialising in the nature and field of the biological assets concerned. Any losses on such valuation shall be debited to the department or vote concerned as an operating expense, and any increase in the valuation shall be credited to the department or vote concerned as an operating revenue.

(iii) If any biological asset is lost, stolen or destroyed, the matter – if material – shall be reported in writing by the head of a department concerned in exactly the same manner as though the asset were a PPE asset.

(iv) Records of the details of biological assets shall be kept in a separate section of the asset register or in a separate accounting record altogether, and such details shall reflect the information which the Chief Financial Officer, in consultation with the head of a department concerned and the internal auditor, deems necessary for accounting and control purposes.

(v) The Chief Financial Officer shall annually insure the Municipality's biological assets, in consultation with the Asset Manager and head(s) of department(s) concerned, provided the Council considers such insurance desirable and affordable.

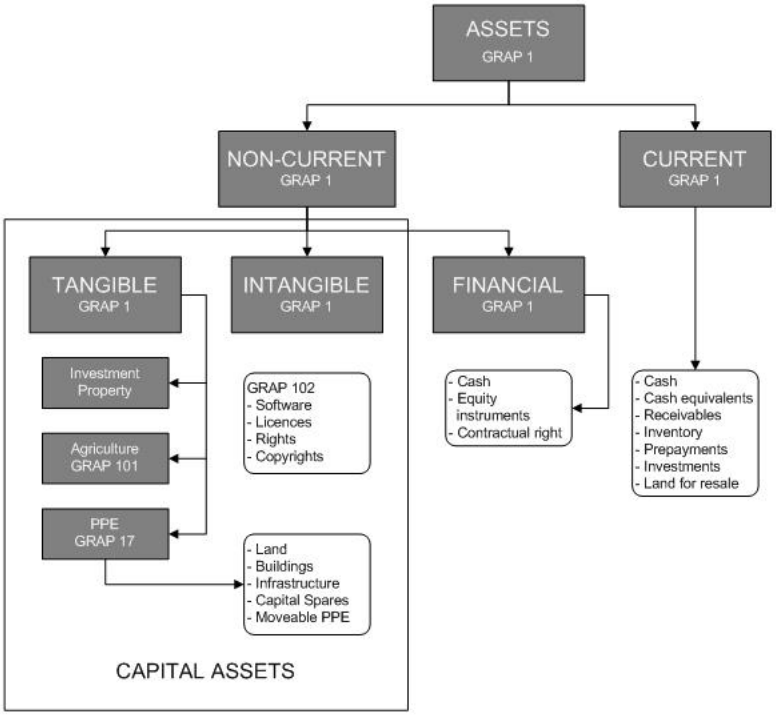
## 14. ACCOUNTING FOR ASSETS

(1) **Accounting:**

(a) Proper accounting for and disclosure of assets will ensure better financial management, proper control and greater efficiency in the use of the Municipality's assets.

(b) When accounting for assets, the Municipality shall follow the various standards of GRAP relating to the assets.

(c) The following diagram indicates the various standards that impact the accounting for assets as well as the relationship between different assets.




(2) **Measurement:**

Most of the GRAP standards (shown below) require that assets be initially recognised at historical cost as this is the most objective and measurable amount.

(a) Elements of Cost:

(i) Most of the GRAP standards (shown below) required that assets be initially recognised at historical cost as this is the most objective and measurable amount.

(ii) The cost price of an asset includes the purchase price as well as other costs directly attributable to getting the asset to the location and in the condition necessary for it to operate in the manner intended by the Municipality.

(iii) The following are examples of costs that should be capitalised if they can be directly attributed to the acquisition of the asset or bringing the asset to the location and condition necessary for it to be capable of operating in the manner intended by the Municipality:

(aa) purchase cost (less any discounts given);

(bb) delivery costs;

(cc) installation costs;

(dd) import duties; and

(ee) non-refundable taxes.

| Standard | Measurement at initial recognition |
|---|---|
| GRAP 16 – *Investment property* | Cost* |
| GRAP 17 – *Property, plant and equipment* | Cost* |
| GRAP 101 –*Agriculture* | Fair value less point of sale costs (only |

| | |
|---|---|
| | measured at cost if market-determined prices or values are not available and alternative estimates to calculate fair value are identified as being clearly unreliable). |
| GRAP 102 – *Intangible assets* | Cost* |
| * *Where assets are "acquired" at no or nominal cost the fair value is deemed to be cost at initial recognition.* | |

(b) Contract costs:

(i) Contract costs should comprise:

(aa) costs that relate directly to the specific contract;

(bb) costs that are attributable to contract activity in general and can be allocated to the contract; and

(cc) such other costs are specifically chargeable to the customer under terms of the contract.

(ii) Examples of costs that relate directly to a specific contract include:

(aa) site labour costs, including site supervision;

(bb) costs of materials used in construction;

(cc) depreciation of plant and equipment used on a contract;

(dd) costs of moving plant and equipment to and from the contract site;

(ee) costs of hiring plant and equipment;

(ff) costs of design and technical assistance that is directly related to the contract;

(gg) the estimate costs of rectification and guarantee work, including expected warranty costs; and

(hh) claims from third parties.

(iii) Examples of costs that relate to the contract activity in general and can be allocated to specific contracts include:

(aa) insurance;

(bb) cost of design and technical assistance that are not directly related to a specific contract; and

(cc) construction overheads.

(c) Research costs:

(i) Research costs should be recognised as an operating expense in the period in which they are incurred and should not be recognised as an asset.

(ii) Examples of activities typically included in research are:

(aa) activities aimed at obtaining new knowledge;

(bb) the search for applications of research finding or other knowledge;

(cc) the search for product or process alternatives; and

(dd) the formulation and design of possible new or improved product or process alternatives.

(d) Development costs:

(i) The development costs of a project should be recognised as an operating expense in the period in which they are incurred, unless all of the following criteria are met:

(aa) the product or process is clearly defined and the costs attributable to the product or process can be separately identified and reliable measured;

(bb) the technical feasibility of the produce and market or use the product or process;

(cc) the existence of a market for the product or process or, if it is to be used internally rather than sold, its usefulness to the enterprise can be demonstrated; and

(dd) adequate resources exist, or their availability can be demonstrated to complete the project and market or use the product or process.

(ii) Examples of activities typically included in development are:

(aa) the evaluation of product or process alternatives;

(bb) the design, construction and testing of pre-production prototypes and models;

(cc) the design of tools, jigs, moulds and dies involving new technology; and

(dd) the design, construction and operation of a pilot plant that is not of a scale that is economically feasible for commercial production.

(e) Changes in accounting estimates:

(i) As a result of the uncertainties inherent in business activities, many financial items cannot be measured but can only be estimated. The estimation process is based on judgments based on the latest financial information available. Estimates may be required, for example bad debts, inventory obsolescence or the useful lives or expected pattern of consumption of economic benefits or depreciable assets.

(ii) An estimate may need to be revised if changes occur regarding the circumstances on which the estimate was based or as a result of new information, more experience or subsequent developments.

(iii) In practice the Municipality may decide to revise the useful

life of an asset or a group of assets due to certain circumstances.

(iv) The effect of a change in accounting estimate should be including in the determination of net profit or loss in:

(aa) the period of the change if the change effects the period only; or

(bb) the period of change and future periods, if the change affects both.

(3) **Threshold:**

(a) Assets with an initial cost of more than R1000.00 must be recognised as an asset. Items with a cost between R500.00 and R1000.00 can be recognised as such at the discretion of the Chief Financial Officer. All items with an initial cost of more than R1000.00 will also be regarded as “capital assets” for the purposes of section 14 of the MFMA and the MATR.

(b) Items with a value of less than R1000 (except in the case where the Chief Financial Officer has judged otherwise) as described above will be regarded as inventory and not recorded for financial purposes in the asset register. These items should still be marked or identified for control purposes and indicated as such in an inventory list. Every head of a department of the Municipality shall moreover ensure that the existence of items recorded on such inventory sheets is verified from time to time, and at least once in every financial year, and any amendments which are made to such inventory sheets pursuant to such stock verifications shall be retained for audit purposes.

(4) **Capitalisation:**

(a) Subsequent expenditure:

Subsequent expenditure relating to an asset should be capitalised to the net book value when it is determined that the asset has been enhanced.

(b) Normal expenditure:

(i) No item with an initial cost or fair value of less than R1000.00 – or such other amount as the Council of the Municipality may from time to time determine on the recommendation of the Municipal Manager – shall be recognised as an asset. If the item has a cost or fair value lower than this capitalisation benchmark, it shall be treated as an ordinary operating expense.

(ii) Every head of a department of the Municipality shall, however, ensure that any item with a value of less than a R1000.00 with an estimated useful life of more than 1 (one) year, shall be recorded on an inventory sheet. Every head of a department of the Municipality shall moreover ensure that the existence of items recorded on such inventory sheets is verified from time to time, and at least once in every financial year, and any amendments which are made to such inventory sheets pursuant to such stock verifications shall be retained for audit purposes.

(c) Intangible items:

No intangible item shall be recognised as an asset, except when the Chief Financial Officer, acting in strict compliance with the criteria set out in GRAP 102 (dealing with research and development expenses) recommend to the Council that specific development costs be recognised as assets.

(d) Reinstatement, maintenance and other expenses:

(i) Only expenses incurred in the enhancement of an asset (in the form of improved or increased services or benefits flowing from the use of such asset) or in the material extension of the useful operating life of an asset shall be capitalised.

(ii) Expenses incurred in the maintenance or reinstatement of an asset shall be considered as operating expenses incurred in ensuring that the useful operating life of the asset concerned is attained, and shall not be capitalised, irrespective of the quantum of the expenses concerned.

(iii) Expenses which are reasonably ancillary to the bringing into operation of an asset may be capitalised as part of such asset. Such expenses may include but need not be limited to import duties, forward cover costs, transportation costs, installation, assembly and communication costs.

(5) **Useful life:**

(a) The parameters set for the useful lives of assets are based on best practice as issued by National Treasury in the Local Government Asset Management Guideline.

(b) These guidelines for the useful lives of assets may be adapted based on past experience and specific municipal preference.

(c) The useful life set out for a specific asset will determine the depreciation on the asset.

(d) It may be necessary to review the useful life of assets as the original

estimate of useful life may become inappropriate. Such an adjustment is deemed to be a change in estimate and the depreciation charge for the current and future periods should be adjusted.

(6) **Depreciation:**

(a) Depreciation of assets:

(i) All assets, except land and heritage assets, shall be depreciated – or amortised in the case of intangible assets.

(ii) Depreciation may be defined as the monetary quantification of the extent to which an asset is used or consumed in the provision of economic benefits or the delivery of services.

(iii) Depreciation shall generally take the form of an expense both calculated and debited on a monthly basis against the appropriate line item in the department or vote in which the asset is used or consumed.

(iv) However, depreciation shall initially be calculated from the commissioning date. Thereafter, deprecation charges shall be calculated monthly.

(v) Each head of a department, acting in consultation with the Chief Financial Officer, shall ensure that reasonable budgetary provision is made annually for the depreciation of all applicable assets controlled or used by the department in question or expected to be so controlled or used during the ensuing financial year.

(vi) The procedures to be followed in accounting and budgeting for the amortisation of intangible assets shall be identical to those applying to the depreciation of other assets.

(b) Rate of depreciation:

(i) The Chief Financial Officer shall assign a useful operating life to each depreciable asset recorded on the municipality's asset register. In determining such a useful life the Chief Financial Officer shall adhere to the useful lives set out in the annexure to this document (see **Annexure "A"** hereto).

(ii) In the case of an asset which is not listed in this annexure, the Chief Financial Officer shall determine a useful operating life, if necessary in consultation with the head of a department who shall control or use the asset in question, and shall be guided in determining such useful life by the likely pattern in which the asset's economic benefits or service potential will be consumed.

(c) Method of depreciation:

Except in those cases specifically identified in paragraph 14(6)(e) below, the Chief Financial Officer shall depreciate all depreciable assets on the straight-line method of depreciation over the assigned useful operating life of the asset in question.

(d) Amendment of asset lives and diminution in the value of assets:

(i) Only the Chief Financial Officer may amend the useful operating life assigned to any asset, and when any material amendment occurs the Chief Financial Officer shall inform the Council of the Municipality of such amendment.

(ii) The Chief Financial Officer shall amend the useful operating life assigned to any asset if it becomes known that such asset has been materially impaired or improperly maintained to such an extent that its useful operating life will not be attained, or any other event has occurred which materially affects the pattern in which the asset's economic benefits or

service potential will be consumed.

(iii) If the value of an asset has been diminished to such an extent that it has no or a negligible further useful operating life or value such asset shall be fully depreciated in the financial year in which such diminution in value occurs.

(iv) Similarly, if an asset has been lost, stolen or damaged beyond repair, it shall be fully depreciated in the financial year in which such event occurs, and if the asset has physically ceased to exist, it shall be removed / excluded from the asset register.

(v) In all of the foregoing instances, the additional depreciation expenses shall be debited to the department or vote controlling or using the asset in question.

(vi) If any of the a foregoing events arise in the case of a normally non-depreciable asset, and such asset has been capitalised at a value other than a purely nominal value, such asset shall be partially or fully depreciated, as the case may be, as though it was an ordinary depreciable asset, and the department or vote controlling or using the asset in question shall bear the full depreciation expenses concerned.

(e) Alternative methods of depreciation in specific instances:

(i) The Chief Financial Officer may employ the sum-of-units method of depreciation in the case of assets which are physically wasted in providing economic benefits or delivering services.

(ii) The Chief Financial Officer shall only employ this method of depreciation if the head of a department controlling or using the asset in question gives a written undertaking to the municipal manager to provide:

(aa) estimates of statistical information required by the

Chief Financial Officer to prepare estimates of depreciation expenses for each financial year; and

(bb) Actual statistical information for each financial year.

(iii) The head of a department concerned shall moreover undertake to provide such statistical information at the specific times stipulated by the Chief Financial Officer.

(iv) Where the Chief Financial Officer decides to employ the sum-of-units method of depreciation and the requirements set out in the preceding paragraph have been adhered to, the Chief Financial Officer shall inform the council of the municipality of the decision in question.

(f) Creation of non-distributable reserves for future depreciation:

(i) The Chief Financial Officer shall ensure that in respect of all assets financed from grants or subsidies or contributions received from other spheres of government or from the public at large, as well as in respect of assets donated to the Municipality, a non-distributable reserve for future depreciation is created equal in value to the capitalised value of each asset in question.

(ii) The Chief Financial Officer shall thereafter ensure that in the case of depreciable assets an amount equal to the monthly depreciation expenses of the asset concerned is transferred each month from such non-distributable reserve to the municipality's appropriation account. Where there is a difference between the budgeted monthly depreciation expenses and the actual total depreciation expenses for each financial year, the Chief Financial Officer shall appropriately adjust the aggregate transfer from the non-distributable reserve for the year concerned.

(7) **Carrying values of assets:**

All assets shall be carried in the asset register, and appropriately recorded in the annual financial statements, at their original cost or fair value less any accumulated depreciation.

The only exceptions to this rule shall be revalued assets and heritage assets in respect of which no value is recorded in the asset register

(8) **Revaluation of assets:**

(a) Revalued land and buildings can be carried in the asset register, and recorded in the annual financial statements, at their revalued amount, less accumulated depreciation (in the case of buildings).

(b) If the Municipality utilises the cost method then point (a) above does not apply.

(9) **Impairment:**

The accounting treatment relating to impairment losses is outlined as follows in:

GRAP 17:

(a) The carrying amount (book value) of an item or a group of identical items of property, plant and equipment should be reviewed periodically in order to assess whether or not the recoverable

amount has declined below the carrying amount.

(b) Recoverable amount is the amount that the Municipality expects to recover from the future use of an asset, including its residual value on disposal. When such a decline has occurred, the carrying amount should be reduced to the recoverable amount. The amount of the reduction should be recognised as an expense immediately.

(c) The recoverable amount of individual assets, or groups of identical assets, is determined separately and the carrying amount reduced to recoverable amount on an individual asset, or group of identical assets, basis. However, there may be circumstances when it may not be possible to assess the recoverable amount of an asset on this basis, for example when all of the plant and equipment in a sewerage purification work is used for the same purpose. In such circumstances, the carrying amount of each of the related assets is reduced in proportion to the overall decline in recoverable amount of the smallest grouping of assets for which it is possible to make an assessment of recoverable amount.

(d) The following may be indicators that an item of PPE has become impaired:

(aa) The asset has been damaged.

(bb) The asset has become technologically obsolete.

(cc) The asset remains idle for a considerable period either prior to it being put into use or during its useful life.

(dd) Land is purchased at market value and is to be utilised for subsidised housing developments, where the subsidy is less than the purchase price or otherwise disposed of at less than market value.

# CHAPTER 3

# FINANCIAL MANAGEMENT

## 15. ACQUIRING OF ASSETS

(1) Acquisition of assets:

In acquiring an asset the Municipality must follow the demand management and formal procurement processes and procedures prescribed by the provisions of section 217 of the Constitution, Part 1 of Chapter 11 of the MFMA, the Municipal Supply Chain Management Regulations (as encapsulated in the provisions of the **Supply Chain Management Policy** of the Municipality). In this regard reference must be made to the above referred to legislation, associated Regulations, applicable Ordinances and the **Supply Chain Management Policy** of the Municipality as it goes beyond the scope of this policy to set out the demand management and formal procurement processes and procedures to be followed.

(2) Capital projects:

In the instance of a capital project, and in addition to the requirements set out in sub-paragraph (1) above, the following considerations apply:

(a) Pre-acquisition/execution planning:

(i) The Asset Manager of the Municipality must consider and be able to show written record of the consideration of all of the following before a capital project is proposed to be included in the annual budget,:

(aa) the preliminary or conceptual design and specification of the asset;

(bb) the projected cost over all the financial years until the project is operational;

(cc) the future operational costs and revenue on the project, including tax and tariff implications;

(dd) the financial sustainability of the project over its operational life, including revenue generation and subsidisation requirements;

(ee) all preliminary costing-projected timeframes, cash flows and other requirements;

(ff) the physical and financial stewardship of that asset through all stages in its life including acquisition, installation, maintenance, operations, disposal and rehabilitation;

(gg) the inclusion of this capital project in the IDP and future budgets; and

(hh) alternatives to this capital purchase, if any.

(ii) The Chief Financial Officer of the Municipality is responsible for ensuring that the Asset Manager receives all reasonable assistance, guidance and explanations to enable him/her to achieve the planning requirements.

(b) Approval to acquire/execute:

(i) In terms of the provisions of section 19 of the MFMA, the Municipality may spend money on a capital project only if –

(aa) the money for the project, excluding the cost of feasibility studies conducted by or on behalf of the Municipality, has been appropriated in the capital budget as referred to in section 17(2) of the MFMA;

(bb) the project, including the total cost, has been approved by Council;

(cc) section 33 of the MFMA has been complied with, to the extent that that section may be applicable to the project; and

(dd) the sources of funding have been considered, are available and have not been committed for other purposes.

(ii) Before approving a capital project in terms of the paragraph above, the Council of the Municipality must consider:

(aa) the projected cost covering all financial years until the project is operational; and

(bb) the future operational costs and revenue on the project, including municipal tax and tariff implications.

(iii) Once the acquisition/execution has been approved, the acquisition of the asset/execution of the project will follow the demand management and formal procurement processes and procedures set out in the **Supply Chain Management Policy** of the Municipality.

## 16. FUNDING

(1) Assets which are acquired may not be funded over a period which exceeds the useful life of that asset.

(2) For new asset acquisitions the funding must be approved as prescribed by the provisions of section 15 of the MFMA and funding to be used for the acquisition must be available for use to acquire the asset in the budget of the Municipality.

## 17. TRANSFER/DISPOSAL OF ASSETS

(1) Assets must be transferred/disposed in such a way that:

(a) in financial terms, such transfer/disposal is always to the benefit of the Municipality which may include achieving any allowable purpose or power of the Municipality such as a lawful transfer or disposal in the interests of the poor;

(b) during the consideration and acceptance of tenders/quotations or any bid for such assets, the image of the municipality is not impaired;

(c) assets must be transferred/disposed of as stipulated in the "disposal management" section of the **Supply Chain Management Policy** of the Municipality, section 14 of the MFMA, all applicable Regulations and Ordinances and the MATR;

(d) immovable property may only be transferred in accordance with the provisions of the Transfer and Management of Immovable Property Policy of the Municipality;

(e) authorisation for transfer/disposal should be as per the heads of departments' delegation of authority.

(2) Alienation of assets:

(a) In compliance with the principles and prescriptions of the MFMA, the transfer of ownership of any asset shall be fair, equitable, transparent, competitive and consistent with the "disposal management" section of the **Supply Chain Management Policy** of the Municipality;

(b) Every head of a department shall report in writing to the Chief Financial Officer on 30 April of each financial year on all assets controlled or used by the department concerned which such head of a department wishes to alienate by public auction or public tender. The Chief Financial Officer shall thereafter consolidate the requests received from the various heads of departments, and shall promptly report such consolidated information to the Council or the Municipal

Manager of the Municipality, as the case may be, recommending the process of alienation to be adopted.

(c) The Council shall delegate to the Municipal Manager the authority to approve the alienation of any asset with an anticipated carrying value less than R200 000.00 (two hundred thousand rand).

(d) The Council shall ensure that the alienation of any asset with a carrying value equal to or in excess of R200 000.00 (two hundred thousand rand) takes place in compliance with the provisions of the applicable provisions of the MATR and section 14 of the MFMA which *inter alia* states that:

(i) The Municipality may not alienate any capital asset required to provide a minimum level of basic municipal services.

(ii) The Municipality may alienate any other capital asset, but provided

(aa) The Council, in a meeting open to the public, has first determined that the asset is not required to provide a minimum level of basic municipal services, and

(bb) The Council has considered the fair market value of the asset and the economic and community value to be received in exchange for the asset.

(e) Once an asset is alienated, the Chief Financial Officer shall delete the relevant records from the asset register.

(f) If the proceeds of the alienation are less than the carrying value recorded in the asset register, such difference shall be recognised as a loss in the income statement of the department or vote concerned. If the proceeds of the alienation, on the other hand, are more than the carrying value of the asset concerned, the difference shall be recognised as a gain in the income statement of the department or vote concerned.

(g) Any gains realised on the alienation of assets shall be appropriated annually to the Municipality's asset financing reserve, via the operating account (except in the cases outlined below), and any

losses on the alienation of assets shall remain as expenses on the income statement of the department or vote concerned. If, however, both gains and losses arise in any one financial year in respect of the alienation of the assets of any department or vote, only the net gain (if any) on the alienation of such assets shall be appropriated.

(h) Transfer of assets to other municipalities, municipal entities (whether or not under the Municipality's sole or partial control) or other organs of state shall take place in accordance with the above procedures, except that the process of alienation shall be by private treaty.

(3) Other write-offs of assets:

(a) An asset, even though fully depreciated, shall be written off only on the recommendation of the head of a department controlling or using the asset concerned, and with the approval of the Council.

(b) Every head of a department shall report to the Chief Financial Officer by no later than 30 April (or when the need arises) of each financial year on any assets which such head of a department wishes to have written off, stating in full the reason for such recommendation. The Chief Financial Officer shall consolidate all such reports, and shall promptly submit a recommendation to the Council on the assets to be written off.

(c) The only reasons for writing off assets, other than the alienation of such assets, shall be the loss, theft, destruction or material impairment of the assets in question.

(d) In every instance where a not fully depreciated asset is written off, the Chief Financial Officer shall immediately debit to such department or vote, as additional depreciation expenses, the full carrying value of the asset concerned.

(4) In case of loss, theft, destruction or impairment:

(a) Every head of a department shall ensure that any incident of loss, theft, destruction, or material impairment of any asset controlled or used by the department in question is promptly reported in writing to the Chief Financial Officer, to the internal auditor, and, in case of suspected theft or malicious damage, also to the South African Police Service.

(b) An Assets Risk Management Committee should be established in terms of the provisions of section 79 of the Structures Act.

(c) When an asset gets damaged, a report, containing *inter alia* an affidavit of the person who operated or who was in control of the asset at the time when the damage to the asset occurred and setting out the detailed facts of how the asset was damaged, should immediately after the occurrence of such damage be submitted to the Chief Financial Officer.

(d) At least two quotations should be obtained to establish the extent and value of any damage to an asset. The report referred to in sub-paragraph (c) above must be amplified with the said quotations.

(e) Utilising the said report, the Chief Financial Officer or his nominee will submit a claim to the insurance company of the Municipality.

(f) If required, in the discretion of the Chief Financial Officer, the Chief Financial Officer shall cause a hearing to be held to determine if the damage to the asset was caused by the negligence of the employee who operated or was in control of the asset at the time when the damage to the asset occurred. If it is either clear from the facts of the matter or from the verdict of the hearing referred to above that the negligence of an employee caused the damage to the asset the said employee will be responsible for any cost incurred by the Municipality to rectify the damage to the asset or to place the Municipality in the position which it was prior to the asset being damaged.

(g) When it is suspected that an employee abuses assets, this action

should be reported to the Chief Financial Officer. A hearing should be held to determine if this is the case. If found guilty the Municipality should act against the employee as provided for in the disciplinary rules and regulations governing the employment relationship between the Municipality and the employee.

(h) Any asset lost, stolen or damaged should immediately be reported to the Chief Financial Officer as soon as such a condition is discovered. The following documents must be submitted:

(aa) a full report of the incident, containing the details referred to in sub-paragraph (c) above;

(bb) police case number, if applicable;

(cc) two quotations for the replacement/repair of the asset;

(5) Replacement of assets:

(a) Each department is responsible for motivating (keeping in mind the useful lives of the different asset types) the possible replacement of motor vehicles, furniture and fittings, computer equipment and any other appropriate operational items. This will include the replacement of assets which are required for service delivery but which have become uneconomical to maintain. These requests will be handled during the capital budget process where Council, the Budget Committee and relevant officials are involved.

(6) Asset life table:

Annexed hereto as **Annexure "A"** is the projected life table of certain assets. (to be populated by client)

## ANNEXURE "A"

## ASSET LIVES

| DESCRIPTION | ASSET LIFE IN YEARS | GROUP | SUB-ASSET TYPE | ASSET TYPE |
|---|---|---|---|---|
| **INFRASTRUCTURE ASSETS** | | | | |
| **Electricity** | | | | |
| Power stations | | | | |
| Cooling towers | | | | |
| Transformer kiosks | | | | |
| Meters | | | | |
| Load control equipment | | | | |
| Switchgear equipment | | | | |
| Supply/reticulation | | | | |
| Mains | | | | |
| | | | | |
| **Roads** | | | | |
| Motorways | | | | |
| Other roads | | | | |
| Traffic islands | | | | |
| Traffic lights | | | | |
| Street lightning | | | | |
| Overhead bridges | | | | |
| Stormwater drains | | | | |
| Bridges, subways & culverts | | | | |
| Car parks | | | | |
| Bus terminals | | | | |
| Street names & traffic signs | | | | |
| Motor cycles | | | | |

| DESCRIPTION | ASSET LIFE IN YEARS | GROUP | SUB-ASSET TYPE | ASSET TYPE |
|---|---|---|---|---|
| Trucks/bakkies | | | | |
| | | | | |
| **Aircraft** | | | | |
| Aircraft/balloons | | | | |
| | | | | |
| **Watercraft** | | | | |
| Watercraft/boats | | | | |
| | | | | |
| **Plant and equipment** | | | | |
| Graders | | | | |
| Tractors | | | | |
| Mechanical horses | | | | |
| Farm equipment | | | | |
| Lawnmowers | | | | |
| Compressors | | | | |
| Laboratory equipment | | | | |
| Radio equipment | | | | |
| Firearms | | | | |
| Telecommunication equipment | | | | |
| General | | | | |
| Cable cars | | | | |
| Irrigation systems | | | | |
| Cremators | | | | |
| Lathes | | | | |
| Milling equipment | | | | |
| Conveyors | | | | |
| Feeders | | | | |

| DESCRIPTION | ASSET LIFE IN YEARS | GROUP | SUB-ASSET TYPE | ASSET TYPE |
|---|---|---|---|---|
| Tippers | | | | |
| Pulverising mills | | | | |
| Broom – drawn | | | | |
| Caravan | | | | |
| Cleaner – steam | | | | |
| Compactor – landfill | | | | |
| Compactor – plate | | | | |
| Compactor truck – refuse | | | | |
| Canopy | | | | |
| Control system – co-driver | | | | |
| Drill – concrete | | | | |
| Dumper – concrete | | | | |
| Electrical equipment | | | | |
| Equipment/apparatus – Clinics/Hospitals | | | | |
| Equipment/apparatus – traffic | | | | |
| Generator | | | | |
| Hoist – refuse bins | | | | |
| Loader – drill | | | | |
| Loader – front-end | | | | |
| Mixer – concrete | | | | |
| Outboard motor | | | | |
| Pumps | | | | |
| Road maintenance equipment | | | | |
| Roller – mechanically driven | | | | |
| Roller – pavement | | | | |
| Roller – water/ballast | | | | |
| Street sweeper – mechanically driven | | | | |

| DESCRIPTION | ASSET LIFE IN YEARS | GROUP | SUB-ASSET TYPE | ASSET TYPE |
|---|---|---|---|---|
| Tools | | | | |
| Trailers | | | | |
| Welder | | | | |
| | | | | |
| **Pound** | | | | |
| Animals – pound | | | | |
| Vehicles – pound | | | | |
| | | | | |
| **INVESTMENTS** | | | | |
| | | | | |
| **Buildings** | | | | |
| Abattoirs | | | | |
| Asphalt plants | | | | |
| Cables stations | | | | |
| Caravan parks | | | | |
| Cinemas | | | | |
| Compacting stations | | | | |
| Hostels – public/tourists | | | | |
| Hostels – workers | | | | |
| Kilns | | | | |
| Laboratories | | | | |
| Markets | | | | |
| Nurseries | | | | |
| Office buildings | | | | |
| Tip sites | | | | |
| Training centres | | | | |
| Transport facilities | | | | |

| DESCRIPTION | ASSET LIFE IN YEARS | GROUP | SUB-ASSET TYPE | ASSET TYPE |
|---|---|---|---|---|
| Workshops/depots | | | | |
| Farms | | | | |
| | | | | |
| **Land** | | | | |
| Business | | | | |
| Business Industrial | | | | |
| Cemeteries | | | | |
| Churches | | | | |
| Commonage | | | | |
| Crèche | | | | |
| General residential | | | | |
| Government | | | | |
| Industrial | | | | |
| Institutions | | | | |
| Municipal | | | | |
| Open place | | | | |
| Other land | | | | |
| Parking | | | | |
| Private open space | | | | |
| Public open space | | | | |
| Roads | | | | |
| Single residential | | | | |
| Special housing | | | | |
| Town planning | | | | |
| Undetermined | | | | |
| Vacant land | | | | |
| | | | | |

| DESCRIPTION | ASSET LIFE IN YEARS | GROUP | SUB-ASSET TYPE | ASSET TYPE |
|---|---|---|---|---|
| **Intangibles** | | | | |
| Town planning | | | | |
| Computer software | | | | |
| | | | | |
| **INVENTORY/NON-ASSETS** | | | | |
| | | | | |